

Chapter 2

Planning in Theater

In late January, as the first members of the Kuwait Task Force and the Kuwait Emergency Recovery Office arrived in Saudi Arabia, the center of Kuwait reconstruction planning activities shifted from Washington to the theater of operations. Military leaders in theater slowly realized that when the hostilities ended the people of Kuwait would urgently need emergency supplies and services.

Not until the eve of the air war in mid-January, however, did CENTCOM and ARCENT officials position themselves to play a significant role in the immediate postcombat phase. Only then did they begin to craft the organizations—specifically the Combined Civil Affairs Task Force and Task Force Freedom—that would enable them to direct a large-scale recovery operation in Kuwait.

The Kuwait Task Force in Theater

After the Kuwait Task Force arrived in Saudi Arabia, a controversy ensued about command and control. The basic question was would the task force continue to exist and, if so, to whom would it report? The task force was a stepchild of the Army Staff, yet its personnel remained members of the 352d Civil Affairs Command attached to ARCENT through the Army's Capstone program. As in Washington, military leaders in theater held different views on the appropriate role for civil affairs—specifically the Kuwait Task Force.

The task force members had assumed that when they arrived in Saudi Arabia they would continue to work alongside Kuwaiti officials, helping them prepare for long-term restoration and reconstruction. But some CENTCOM and ARCENT officials had a different plan. They wanted to integrate the reservists into the existing chain of command and employ them in emergency restoration missions. These officials wanted to pull individual reservists from the task force to augment their own

staffs. Reservists have often been used in this manner. Rumors that the CENTCOM J-5 planned to dismantle the task force alarmed the newly arriving members.¹

Elliott was anxious to keep the group intact and focused on its long-term planning mission. CENTCOM staff members, however, argued that they were fighting a war, and every soldier had to focus on the present events. The task force, they insisted, was no longer an independent planning entity but a CENTCOM asset to be used as the theater commander saw fit. The theater commander, they added, was in charge until the end of the hostilities when Ambassador Gnehm and the Kuwaitis assumed responsibility. Some staff members later complained that initially Gnehm and the task force members had difficulty understanding this relationship.²

The task force members, in turn, reported that CENTCOM and ARCENT staff were “suspicious” of and even “hostile” towards them. Neither command had been involved in the task force’s activation nor in its shift from a planning cell to an operational, in theater asset, and neither knew exactly what to do with this asset. The task force had been operating in Washington under the direction of the high-level steering group committee. It had developed and maintained close ties to Ambassador Gnehm and to the Kuwaiti government, but not to U.S. forces in Saudi Arabia.

ARCENT and CENTCOM had never requested the task force and knew little about it. Colonel Kerr indicated that ARCENT and the CENTCOM commander “never felt sufficiently plugged into” the process of establishing the task force. Kerr had not been kept well informed of the task force’s activities in the States. Kerr observed that many ARCENT officials believed that the task force mission was self-generated, that Elliott had initiated the mission using his civilian connections at the State Department. They were concerned that the reservists were “getting themselves in an area where they didn’t belong.”³ At one point, Kerr bluntly informed Elliott that he worked for ARCENT.

Reflecting the level of ARCENT’s skepticism about the task force, General Yeosock later complained that he had “no earthly idea of what this Kuwait Task Force was doing in Washington or what it was they thought they were doing or what utility it had to me once it got there.” He suggested that a task force representative should have briefed him because the civil work function could not be performed independently in a vacuum. Moreover, General Yeosock initially questioned whether this relatively small group of reservists could make a significant contribution. The ARCENT and CENTCOM staffs viewed the Kuwait Task Force as an “orphan” thrust upon them, with no sponsor in theater. The

task force, they insisted, was not their responsibility and would have to provide its own logistics support.⁴

While CENTCOM and ARCENT questioned the usefulness of the task force, Ambassador Gnehm, who had moved to Taif in the first week of January, had a different view. He was delighted to have the reservists at hand because they gave him capabilities that he would not otherwise have had with his small five-person staff. Gnehm was understandably anxious to keep the task force intact. When the time came to move into Kuwait, he wanted the reservists nearby where they could consult with him and apprise him of any problems and, more important, where they would be close to the Kuwaiti planners.

Ambassador Gnehm joined in the struggle to preserve the integrity of the task force, but quickly met resistance from General Schwarzkopf, Admiral Sharp (the CENTCOM J-5), and General Yeosock. Gnehm did not believe General Yeosock understood the importance of the task force nor the concept that this group would collocate in Dhahran and prepare itself to go into Kuwait and establish a civil-military operations center. Yeosock, in turn, maintained that Gnehm had the “whole Army” to help him restore Kuwait, not just the Kuwait Task Force.⁵

Ambassador Gnehm had a CENTCOM representative on his staff, Maj. Terry Potter, who provided regular updates on the military operations. Potter was Gnehm’s liaison on reconstruction issues with General Schwarzkopf’s staff. However, the Ambassador often dealt directly with Admiral Sharp and occasionally with General Schwarzkopf. During his discussions at CENTCOM headquarters, Gnehm detected little interest in preparing for post-liberation in Kuwait. General Schwarzkopf’s staff was understandably preoccupied with executing the offensive operations.

The Ambassador later noted that after failing to find a senior CENTCOM official who would argue the case for reconstruction, he assumed that mission himself. Gnehm was particularly anxious to avoid massive deaths caused by shortages of food and water. Like General Hatch, he found himself reminding military officers that the success of the operation after liberation, not the ground war, would determine whether victory “was sweet or sour.” The military victory and liberation of Kuwait would be clouded if people were dying in the street. He argued that the goal of the President and the theater commander was to restore the legitimate government of Kuwait as quickly as possible so the U.S. forces were not viewed as an occupying army. The Kuwait Task Force, he explained, was designed to help meet this goal. The Ambassador pleaded with General Schwarzkopf to leave the task force intact so it could continue its work.⁶

As a result of private discussions, General Schwarzkopf and the Ambassador agreed that some task force members would join the CENT-

COM and ARCENT staffs to help with planning, but they would later rejoin their unit to execute the plans. Meanwhile, other task force members would continue their own planning effort.⁷

The Ambassador's vision of the task force working alongside himself and the Kuwaitis never materialized. Although the State Department encouraged Kuwait's exiled government officials to return to their country as quickly as possible, they were reluctant to do so. As a result, Gnehm would enter Kuwait City on 1 March, before a single exiled Kuwaiti government official arrived. The Crown Prince arrived a few days later, followed in time by other ministers and their staffs. The Emir would not follow until much later, after suitable accommodations had been prepared and safety concerns had been adequately addressed.⁸

With the Ambassador's help, Kuwait Task Force members successfully fended off those who would dismember their organization. Their work took on a new urgency. The members had not planned to enter Kuwait until at least a month after hostilities ceased, but both they and the CENTCOM staff began to see a need to get the task force and emergency supplies into Kuwait as soon as possible. It became increasingly clear to CENTCOM and to General Mooney that no one had planned adequately for the initial emergency phase in Kuwait. General Yeosock and Lt. Gen. William "Gus" Pagonis, commander of the 22d Support Command, directed Mooney to expand the focus of the task force to include short-term recovery, concentrating on food, water, medical supplies, transportation, telecommunications, sanitation, and electrical power. The reservists encouraged their Kuwaiti counterparts to step up effort to assemble supplies and trucks, and the number of Kuwaiti contracts climbed dramatically in February.

Task force members in Dammam worked feverishly to obtain food, water, and medical supplies; prepackage supplies for distribution; stage supplies for loading; and arrange for trucks and drivers to deliver these items into Kuwait immediately after liberation. General Mooney; Brig. Gen. Kenneth Guest, the deputy commander of the 22d Support Command; and Col. William Mercurio, the commander of the 301st Area Support Group, planned to deliver so-called "push packages"—flatbed trucks loaded with food, water, and medical supplies. The reservists put together these packages, sometimes with help from the U.S. Navy. Mooney wanted three-day packages that could go into specific areas so the U.S. military would not have to replenish supplies every day. The packages would be trucked up the coast road because the airport was heavily damaged.⁹

Although the task force originally planned for each truck in the initial convoy to carry the same proportion of food, water, and medical supplies,

in case of an accident or mechanical failure, they found that medical supplies had to be distributed differently than the other items. Ultimately they created separate truckloads of food, water, and medical supplies, and these trucks went forward to do partial distribution. The medical supplies were delivered directly to the hospitals. The “push packages” allowed civil affairs personnel to provide critical items on site faster.¹⁰

As the ground war approached, the task force not only massed supplies, it also increased pressure on the Kuwaitis to make better preparations for medical assistance. During one tense exchange, task force member Maj. John W. Harbell asked Dr. Shaheen how many dead Kuwaitis the Emir would tolerate, because without adequate preparation, the number would climb with each passing day. If the deaths were unacceptable, Harbell warned, the Kuwaitis had to take certain measures. The reservists and the Kuwaitis began to stage medical supplies on Army pallets in a small warehouse in Dammam owned by a Saudi trash collection service. The first truck that pulled up with emergency medical supplies was filled with antacid, which the Kuwaitis had purchased in bulk because stomach ulcers were a common affliction in Kuwait.¹¹

Despite the task force’s efforts, ARCENT planners remained concerned that the Kuwaiti government would not be able to deliver enough supplies. The task force had reported only the food purchased by the Kuwaiti government that was already loaded on flatbeds ready to move north on short notice. It had not reported the additional emergency supplies stored in a Dhahran warehouse that had not yet been loaded on trucks. Receiving the task force’s understated reports, on 26 February the ARCENT staff ordered nearly \$10 million in emergency food and water to be delivered in U.S. Army trucks by the 301st Area Support Group. When they discovered the reporting problem, they reduced this amount to \$1.4 million.

The trucks that the task force loaded with the Kuwaiti purchases reached Kuwait City several days before the area support group. Thus, the Kuwaiti government, rather than ARCENT, provided the bulk of the relief supplies in the emergency response period. Although the supplies that the reservists had encouraged the Kuwaiti government to buy were not originally intended for emergency relief, they turned out to be the only supplies available immediately after the liberation.¹²

CENTCOM Planning for Civil-Military Operations

Before mid-January, CENTCOM gave little attention to planning for civil-military operations in Kuwait after the liberation. CENTCOM’s

operations plan for DESERT STORM basically stopped with eliminating the threat of Iraq's Republican Guard and did not address the post-conflict phase. Under the plan, the coalition forces, particularly Arab members, would liberate Kuwait City, rather than American soldiers. Joint Forces Command-East, made up of Saudi and other Arab forces, would move north along the Persian Gulf coast into Iraq.

The Marines, situated to the west of Joint Forces Command-East, would also push north, but they would stop at the outskirts of Kuwait City and secure the area around Kuwait International Airport. Arab forces from Joint Forces Command-North, situated on the Marines' western flank, would sweep north and enter Kuwait from the west. U.S., British, and French troops would push north and west of Kuwait City to seal Iraqi units inside, but would not be directly involved in retaking the city.¹³

Although neither CENTCOM nor ARCENT originally envisioned playing a large role in the immediate response phase, they had asked several officers from the 352d Civil Affairs Command to plan civil-military operations. Col. Lawrence C. Blount had arrived in Riyadh, Saudi Arabia, on 18 December with a team of seven soldiers from the civil affairs command to form the Civil Affairs Branch of Colonel Ward's politico-military division in CENTCOM's Plans and Policy Directorate. Blount's group now became CENTCOM's principal link with the Kuwait Task Force. The task force coordinated with Blount as much as possible as he struggled to integrate the emergency services and reconstruction into the war plan, sending him copies of its reports and plans by registered mail.

When the Kuwait Task Force arrived in Saudi Arabia in January, Colonel Elliott went to Riyadh to brief the ARCENT and CENTCOM Plans and Policy directorates. Three task force members remained in Riyadh for about two weeks until the task force moved into Kuwait. They completed contracts for food, water, and other essentials. At that time, ARCENT remained focused exclusively on attacking Iraqi forces, so the CENTCOM Plans and Policy Directorate, particularly Blount's group, did most of the planning for emergency relief in Kuwait. Admiral Sharp remained keenly interested in the task force's plans for restoring emergency services and received daily briefings.¹⁴

The civil affairs specialists who worked in the directorate provided civil-military operations planning and policy guidance for the theater and coordinated the deployment of the remaining civil affairs units to the theater. Their planning focused on five areas: minimizing hazards to the civilian population in Saudi Arabia, establishing temporary civil authority in occupied areas of southern Iraq, handling large numbers of dislocated civilians in Kuwait, restoring emergency services in Kuwait, and repatriating enemy prisoners of war.

The planners drew on information provided by members of the resistance operating in Kuwait. Reports indicated that food and water were generally available. However, the Iraqis had stripped most of the sophisticated equipment and supplies from hospitals and shipped them to Iraq. They had looted communications equipment, radios, telephones, and computers; confiscated commercial and privately owned vehicles; and placed mines around the oil wells, roads, and bridges.¹⁵

Ward and Blount occasionally drove to the Kuwaiti Embassy in Saudi Arabia to gather information from Kuwaitis who had recently escaped. Blount had on his planning staff a battalion commander for one of Kuwait's armored brigades who had stayed in Kuwait until mid-November as part of the resistance. He worked with the staff until a week before the ground campaign started, when he rejoined his unit. Blount indicated that he and others on the J-5 staff had "remarkably good" information about the situation in Kuwait. The planning effort went extremely well, he observed. They had anticipated virtually all of the problems they later encountered.¹⁶

ARCENT Planning for Civil-Military Operations

Initially, Admiral Sharp's staff had favored retaining responsibility for civil affairs at the CENTCOM level. But on 4 January 1991, Admiral Sharp designated ARCENT as the executive agent for civil-military operations for Operation DESERT STORM. As the executive agent, ARCENT exercised command and control over all echelons above corps civil affairs units in theater. It was also responsible for restoring civil order and emergency services to Kuwait. CENTCOM directed ARCENT to provide all necessary emergency food, water, medical care and supplies, temporary shelter, and public services after the liberation of Kuwait. General Schwarzkopf placed General Yeosock in charge of restoring Kuwait's essential services and infrastructure, and Yeosock delegated this task to his subordinate commander, Brig. Gen. (later Maj. Gen.) Robert S. Frix.¹⁷

Back in December, the same day that Blount and his team joined the CENTCOM staff, six members of the 352d Civil Affairs Command joined ARCENT's Plans and Policy Directorate (G-5), which assumed the lead for civil-military operations. The staff worked hard to convince ARCENT of the need to purchase emergency relief supplies for dislocated civilians in southern Iraq, but they encountered opposition. Other civil affairs members in the directorate focused almost exclusively on the final version of the operations plan for DESERT STORM. But, as indicated, in late December neither ARCENT nor CENTCOM were overly con-

cerned about requirements in the period after the liberation of Kuwait. Their operations plan for "defense and reconstruction of Kuwait" envisaged a peaceful withdrawal leaving U.S. forces with little to do. The ARCENT G-5 began planning for Kuwait only after Admiral Sharp ordered him to do so.¹⁸

By mid-January, the realization grew that the Iraqis were not going to leave Kuwait City peacefully. Elliott's early briefing for the ARCENT G-5 and CENTCOM J-5 highlighted the gap between the time when coalition forces liberated the city and Kuwaiti officials could safely return. No one knew how long that gap would last, and no one had planned for providing emergency relief during that period.¹⁹

ARCENT officials recommended the immediate activation of the entire 352d Civil Affairs Command to oversee the Kuwait reconstruction effort and to provide command and control for nearly 2,220 civil affairs personnel. Planning for the post-liberation period, they explained, was a "potentially enormous undertaking" likely to consume a substantial number of civil affairs companies. This reconfirmed the need for a civil affairs command and control element.²⁰

As the massive air war progressed, officials became even more convinced that Kuwait City would be heavily damaged. Reports indicated that as many as 600,000 people could be left in need of food and water and without communication and electrical power. Thus, the Army would have to build up its civil affairs capability to respond effectively.²¹

Meanwhile, General Schwarzkopf warned General Powell and Secretary of Defense Cheney that the period after Iraqi forces left Kuwait would be critical. Until Kuwait's legitimate government was reestablished, he explained, coalition forces must be prepared to help that government provide for its people. As the largest force in the coalition and the predominate leader in the liberation, the United States would be expected to provide the necessary services.

General Schwarzkopf asked that his command be given the missions of conducting disaster relief operations and administering civil affairs operations in Kuwait. Without such authority, CENTCOM could not legally use U.S. manpower, equipment, or materials to provide relief to the civilian population. The next day, General Schwarzkopf issued guidance on U.S. involvement in Kuwait City, which stipulated that he would be responsible for emergency relief until the Crown Prince and his cabinet returned.

The draft operations plan for the defense and restoration of Kuwait governed planning for the theater commander's emergency relief mission. Within the ARCENT Plans and Policy Directorate this planning effort gave birth to the Civil Affairs Task Force Planning Cell,

headed by Col. Richard C. Brackney from the 352d Civil Affairs Command. The directorate closely coordinated its planning effort with its CENTCOM counterparts.

Toward the end of January, however, a separate group was organized within the ARCENT Plans and Policy Directorate to consider both the organization and staffing of the Kuwait relief effort. Only within the context of planning for the emergency relief of Kuwait City did ARCENT consent to mobilize General Mooney and the rest of his command.²²

Formation of the Combined Civil Affairs Task Force

General Mooney arrived in Riyadh on 2 February. The rest of his command, under his chief of staff, Col. Edward A. King, followed on 15 February. As soon as the general arrived at his hotel, he called ARCENT headquarters to arrange for a meeting with General Yeosock. At this initial meeting, Yeosock emphasized that Mooney's mission was to turn management of the reconstruction over to the Kuwaitis as quickly as possible.²³

After the meeting, a member of the ARCENT staff politely informed Mooney that, contrary to Army doctrine, he would not serve as the ARCENT G-5, commanding all the civil affairs troops in theater. Rather he would command a newly formed Civil Affairs Task Force (CATF), while Colonel Kerr continued to serve as the G-5. Yeosock later explained that he placed Mooney as commander of the task force, rather than as G-5, to make the best use of his skill and experience. Moreover, because of the importance of the Kuwait mission and the short execution period, Yeosock wanted Mooney in a position where he could use his authority and his general officer rank to put together the task force. He needed Mooney to command troops and direct the day-to-day reconstruction, rather than serve as a staff advisor and get involved in policy issues. Mooney later conceded that he did not need the additional burden of being responsible for all civil affairs.

Yeosock's decision reflected certain political sensitivities. Plans before Operations DESERT SHIELD and DESERT STORM called for the commander of the 352d to be both a staff advisor to the ARCENT commander and the commander of a major subordinate command. Early on, however, Yeosock had attached the various civil affairs companies to the corps and divisions. If Mooney became the G-5, the whole attachment versus operational control issue would resurface, something Yeosock did not want.²⁴

On 14 February 1991, ARCENT formally established the Civil Affairs Task Force, a group of 550 soldiers, mostly reservists, with a

broad range of skills in the public service areas. The Civil Affairs Task Force consisted of the Kuwait Task Force; the 352d Civil Affairs Command (–); the 431st Civil Affairs Company out of Little Rock, Arkansas; the 432d Civil Affairs Company out of Green Bay, Wisconsin; and the 96th Civil Affairs Battalion (–) out of Fort Bragg, North Carolina. The 96th Civil Affairs Battalion (–), though assigned to the task force, remained under ARCENT's operational control.

Staffing the Civil Affairs Task Force proved challenging. The new task force needed civil affairs companies to conduct civil–military operations in Kuwait City, but these were hard to find. Twelve Army Reserve civil affairs companies were in the theater. Existing Army civil affairs doctrine dictated that these units be attached to the 352d Civil Affairs Command for further attachment to combat units. As noted, however, ARCENT had already attached these units to divisions and corps. Division and corps commanders, uncertain about what they would face as hostilities ended, were understandably reluctant to surrender those civil affairs units. Ultimately, the ARCENT G–5 persuaded the XVIII Airborne Corps and the VII Corps each to release a single civil affairs company, the 431st and 432d respectively, to join the task force.

Planners quickly recognized the need to coordinate the activities of the task force with the civil affairs activities of the coalition partners. The Civil Affairs Task Force became a Combined Civil Affairs Task Force (CCATF) with the addition of civil affairs elements from France, Canada, Britain, Saudi Arabia, and Kuwait. The task force was also a *de facto* joint task force, embracing elements from the Army, Air Force, Navy, and Marine Corps. It even included representatives from the International Committee of the Red Cross, the Kuwaiti Red Crescent, and a team from the Office of Foreign Disaster Assistance.²⁵

The task force incorporated some unusual organizational concepts. First, it had a deputy chief of staff for security, plans, and operations who oversaw both the task force's intelligence (G–2) and operations (G–3) functions. The deputy was considered the centerpiece of the operation, gathering information on the status of Kuwait City, setting priorities, and assigning relief tasks.

Second, the task force formed a coalition warfare branch to provide a much-needed link to the Arab forces, specifically the Eastern and Northern Area Commands. At an earlier meeting in Al Khobar, Maj. Gen. Jaber Khalid Al-Sabah, commander of Kuwait's Land Forces, had indicated that his forces needed civil affairs support. After that, G–5 planner Maj. Chuck Trombetta tried to provide General Jaber with a civil affairs liaison team, an effort that did not bear fruit until just before the task

force deployed to Kuwait City. Trombetta worked to crystallize the concept of civil affairs support to coalition forces by creating and leading the coalition warfare branch.

Initially, the relationship of the new task force to ARCENT was unclear. Early planning placed the task force firmly at the center of the emergency relief effort, with ARCENT medical, engineer, military police, and supply assets attached to it as needed. Yeosock strongly opposed this concept. Rather, he decided to place the task force under a small ARCENT (Forward) control element and provided that element with all the support it required.

The Combined Civil Affairs Task Force would coordinate the delivery of emergency relief to Kuwait City, but would control no assets except its people. Food, water, trucks, medical supplies, and other essentials would belong to the government of Kuwait or the 301st Area Support Group.²⁶

Most of the task force members assembled at Camp #1 near Jubail, 50 miles north of Dhahran on the Saudi Arabian coast, on 14 February to begin planning and training for Kuwait reconstruction. The headquarters element of the 352d Civil Affairs Command, which had just arrived in Dhahran, moved to Camp #1 on 15 February. Mooney arrived the next day after a series of meetings with Generals Frix, Yeosock, and Pagonis. Formal training began on 18 February.

By the end of the first week of training, Mooney had divided Kuwait City into sectors and given each company responsibility for various sectors. Training increasingly focused on detailed analysis of each sector. By the time task force personnel entered the city, they would be very familiar with the locations of key facilities such as hospitals and power plants. Their training ultimately contributed to their success.²⁷

The 96th Civil Affairs Battalion (–) moved from Riyadh to join the Combined Civil Affairs Task Force at Camp #1 on 17 February. It trained the Reserve companies on communication and military operations in preparation for combat in Kuwait City. It placed representatives in the headquarters of the Joint Forces Command–East and the Joint Forces Command–North to serve as critical links between U.S. civil affairs forces and coalition forces preparing to enter Kuwait City. The battalion provided the coalition troops with some initial civil affairs training. The battalion's support to the planned coalition assault was critical because no coalition forces were dedicated to tactical civil affairs.²⁸

Mooney apportioned the 70 Kuwaiti interpreters assigned to the 352d to the civil affairs companies. Their knowledge of the language and the city made these interpreters “a tremendous asset,” he observed. They would make the task of damage assessment easier for the civil affairs personnel.²⁹

Creation of Task Force Freedom

In January, amid growing concern about the immediate post-liberation period, General Schwarzkopf directed ARCENT to provide a command and control headquarters for civil–military operations in Kuwait. On 12 January, General Yeosock dispatched General Frix and a small staff to the vicinity of King Khalid Military City in northern Saudi Arabia with a mobile command post called LUCKY TAC (after General Patton's forward headquarters).

Frix's command post would monitor the movement of U.S. forces into western Saudi Arabia and direct the echelons above corps elements in the forward areas. ARCENT established a forward headquarters at King Khalid Military City, a self-contained command and control element that would operate forward during the ground campaign and ensure communication with ARCENT headquarters in Riyadh.³⁰ As the ground war approached, Frix and his staff solidified their operations. A special cell in ARCENT (Forward) planned the restoration of Kuwait, while other elements crafted the ground campaign.³¹

ARCENT officials concluded that they needed a command and control element that would combine the assessment capabilities of the civil affairs command with the logistics support capabilities of an Army area support group. Planners recognized that the Combined Civil Affairs Task Force could not accomplish the recovery mission without support from other Army elements. The civil affairs element, though a key player, would need Army vehicles, communications capability, and other types of logistics support. The task force they envisioned was not a doctrinal organization but a small version of a corps support command tailored to the specific mission. It was designed to provide area support, not to support combat. Planners began with an area support group, then added military police, engineer, medical, and other elements.

The ARCENT (Forward) staff and General Guest put together the organization during January. It consisted of military personnel who were not fully occupied with the combat operations. Since these units had never had to perform their intended missions during the combat phase, they were able to turn their attention more quickly to the post-combat phase.³²

In mid-February, after the planning had been underway for some weeks, General Frix requested a briefing by all the elements involved in restoring emergency services and rebuilding Kuwait. On 20 February, Frix held a meeting at King Khalid Military City to review the operations plan for the defense and restoration of Kuwait. General Guest attended along with more than 40 representatives from CENTCOM, ARCENT, the special operations element of CENTCOM, and key echelons above corps

units such as signal, engineer, and medical commands. In his opening remarks, Frix expressed concern that the United States might win the war, but lose the peace.

CENTCOM had advocated forming a task force with Army civil affairs and Marine Corps representatives, but hazardous weather prevented the Marines from traveling to King Khalid Military City for the meeting. The Marines had already indicated they had limited resources and would have to defer to the Army for the bulk of the recovery effort.

After presenting their concepts for operations, CENTCOM, ARCENT, and Special Operations representatives discussed issues related to command and control, operations, and civil affairs. General Frix realized that even if Arab rather than U.S. forces liberated Kuwait, U.S. military assets would be needed quickly. He stressed the importance of establishing clear missions, responsibilities, and timelines.³³

The meeting highlighted the need for much closer coordination than any operations plan could provide. At the meeting's end, Frix announced the establishment of Task Force Freedom to bring together the Combined Civil Affairs Task Force and other elements. (*Chart 2*) He indicated that General Guest would be his main support, particularly for transportation, engineers, and military police. He also announced that once inside Kuwait City, he would operate out of Kuwait International Airport.³⁴

Initially, Frix would use the mobile command post as Task Force Freedom headquarters, and staff elements would report to him each evening on the progress in their particular areas. Using the command post was a good decision because it could perform a variety of missions. Task Force Freedom would function as an umbrella organization for all U.S. military relief and reconstruction activities in Kuwait. It would resolve outstanding issues and coordinate the activities of the various Army elements.³⁵

Task Force Freedom was not a standard military organization. In deciding which elements would go into the task force, Frix and others looked at the anticipated requirements. The organization, which grew to over 3,500 soldiers and civilians at one point, included the Combined Civil Affairs Task Force; an element of the 22d Support Command [301st Area Support Group and 7th Transportation Group (-)] under General Guest that provided all the logistics, transportation, and food; the 416th Engineer Command (Forward), an Army Reserve unit out of Chicago under its deputy commander Brig. Gen. Max L. Schardein; the 2d Aviation Brigade (-); an element of the ARCENT Medical Command; elements from the 11th Signal Brigade; military police from the 720th Military Police Battalion; the 8th Psychological Operations Battalion; the 513th Military Intelligence Brigade (-); and the 1st Explosive Ordnance

Disposal Group. As the senior commander in Kuwait, Frix would also oversee and coordinate the activities of the Corps' Kuwait Emergency Recovery Office. The beauty of Task Force Freedom, Frix's executive officer Lt. Col. Mark Yates observed, was that it allowed the civil affairs units to concentrate on uniquely civil affairs missions, while other elements in the task force handled all the support missions. ARCENT (Forward) provided Frix with a small staff for command, control, and communication. Col. Glenn Lackey from ARCENT directed that a portion of ARCENT's mobile command post provide an operations element for the task force, and he became Frix's operations officer.³⁶

The task force's mission, Yeosock indicated, was "to ensure unity of effort in the restoration and reconstruction of Kuwait and provide for the transition of responsibility to the Secretary of the Army." The mission was short-term—to provide emergency support only. Task Force Freedom was to accomplish certain tasks specified by CENTCOM: help restore emergency services in Kuwait, serve as CENTCOM's executive agent for civil affairs, and serve as coordinating authority for CENTCOM tactical military psychological operations. It was designed to conduct damage assessments and provide interim emergency services during the initial phase of restoring Kuwait.³⁷ The task force was similar to the organization that had been created to execute civil-military operations in Panama a few years earlier. Both the task force and the U.S. Military Support Group in Panama contained civil affairs, combat support, and combat service support elements. Both integrated Reserve and Active Army components.³⁸

Kuwait Emergency Recovery Office Organization

As ARCENT stepped up its planning for the post-liberation period, the Corps of Engineers did the same. However, as the ground war approached, many key questions remained. Who would the Corps' Kuwait Emergency Recovery Office work for in theater? How much would U.S. troops do to repair the ports and airport, and how much would be left to Corps contractors? Who would tell the Corps when to initiate the recovery operations? How soon after hostilities ended would Corps members be able to enter Kuwait and begin work?³⁹

At a 6 February meeting, General Hatch reminded Colonel Locurcio and others that the theater commander's policy was to "provide maximum opportunity for U.S. private sector involvement in Kuwait recovery." He reiterated the Corps' longstanding policy of hiring contractors rather than competing with private industry.

A few days later, Locurcio met with Dr. Shaheen's representative, Fatima Al-Sabah, and representatives from the ministries served by the Corps' foreign military sales agreement. Locurcio provided copies of the memorandum of understanding that the Corps had signed with Dr. Shaheen on 24 January and then presented the Corps' plan for contracting operations for emergency recovery in Kuwait.

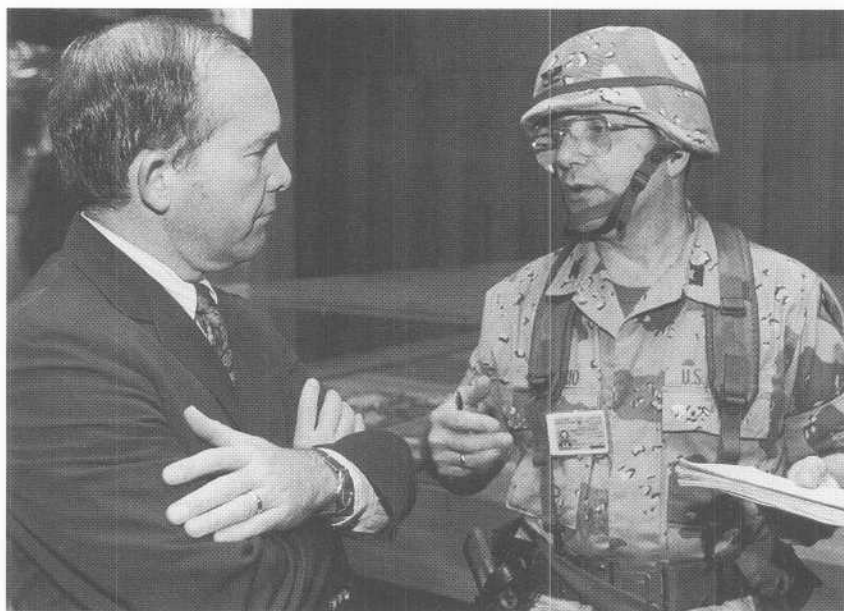
After Locurcio's presentation, Julius "Bo" Bounds, an experienced contracting specialist from the Middle East/Africa Projects Office, outlined the contracting procedures the Corps planned to follow. He explained that the Corps would obtain competitive proposals before Kuwait's liberation. If time did not allow for full competition, the Corps would use letter contracts as an emergency measure. Later, the Corps would convert the letter contracts into definitive documents. Locurcio emphasized that the Corps intended to obtain as much competition as possible.⁴⁰

Each Kuwaiti ministry and the Corps would formally agree on a contract's scope of work. Before solicitations went out, the Kuwaiti officials would decide whether they or the Corps would award the final contract. Together, the Kuwaiti ministries and the Corps would develop a list of prequalified contractors, solicit proposals from them, and form a joint U.S.-Kuwaiti committee to review the proposals and select the most qualified firm.

If the Corps was to award the contract, the Kuwaiti ministry would provide a written request to award the contract to the firm the committee had selected. If the Kuwaitis planned to award the contract, the Corps would help prepare the contract documents for signature by the appropriate ministry.⁴¹

Locurcio and his deputy, Ben Wood, met with Ambassador Gnehm and his staff in Taif on 12 February 1991 to discuss the Corps' mission in Kuwait. They explained the Kuwait Emergency Recovery Office's organization and deployment plans, the damage assessment and damage survey report process, and the budget and contracting plans. In laying out the Corps' extensive capabilities for the Ambassador, Locurcio drew on his own experience as a district engineer and a facilities engineer, as well as his experience responding to natural disasters, where the Corps often handled debris removal, water supply, and other missions. Gnehm indicated his support for all plans, especially the plan to contract with eight different firms to handle various sectors of the city. He also favored giving preference to U.S. firms when awarding contracts, as long as the mission did not suffer.

After the formal briefings, however, the Ambassador pulled Locurcio and Wood aside. During this private two-hour meeting, Gnehm complained that he had not been adequately informed about the Kuwait



Ambassador Gnehm confers with Colonel Locurcio, March 1991.

Emergency Recovery Office's mission and activities. The breakdown in communications, Locurcio quickly explained, resulted from the absence of firm information with which to plan and the physical separation of the Ambassador and Kuwaiti ministers. Gnehm stressed the importance of coordinating with him and the Kuwait Task Force before and after entering Kuwait.⁴²

Gnehm had apparently interpreted Locurcio's discussion of the Corps' capabilities as an effort by the Corps to expand its role. He emphasized that the Kuwait Task Force was the primary agent for U.S. involvement in planning and implementing the recovery program. The role of the U.S. Army Corps of Engineers would be limited. "While the Corps of Engineers has a significant role to play in the emergency recovery program," he emphasized, "they are only one part of a much larger picture." Gnehm made it clear that the Corps was responsible only for damage assessment and contracting for infrastructure repair and that he would oppose any Corps involvement in life support activities such as providing food, medical supplies, and transportation. He directed Locurcio to refer missions beyond his scope to the task force.

After the meeting, Gnehm reported to the Secretary of State that he strenuously objected to any expansion of the Corps' role beyond its orig-

inal scope, especially the role of a management services contractor. Gnehm insisted that the Kuwait Task Force remain in the forefront. The absence of an overall project manager, he added, was causing serious coordination problems.⁴³

When General Hatch heard of Gnehm's concerns, he quickly reassured the Ambassador that he supported the Ambassador's concept for the Corps' role in the recovery effort. Hatch agreed that the Corps' greatest contribution would be repairing the infrastructure and supported the Ambassador's idea of hiring a civilian contractor as the project manager.⁴⁴

At Hatch's insistence, Locurcio tried to shape an organizational structure that would be responsive to the needs of the Kuwaitis without pushing the Kuwaiti government in a particular direction or taking over the recovery effort. Locurcio wanted a self-sufficient organization that would resemble a small district office so individuals from throughout the Corps would already be familiar with the organization when they arrived.⁴⁵

Locurcio could find little information about similar Army operations in the past from which to draw. In shaping his organization, he relied heavily on some of the Corps' most experienced emergency management specialists. For example, he recruited Wynne Fuller from the Mobile District and Ronald Moore from the South Atlantic Division, both of whom had helped reconstruct the Virgin Islands after Hurricane Hugo struck in 1989.

Fuller and others helped the Middle East/Africa Projects Office develop an organizational structure. Planners drew on their knowledge of the types of damage they had seen after natural disasters such as lack of water and power. They also used information that Kuwait Emergency Recovery Program members and the Central Intelligence Agency provided to get a picture of what they would be facing. Before leaving the United States, the Kuwaiti members gave the Corps a prioritized list of public buildings that would have to be inspected, along with information about the status of the water and power distribution systems. They had indicated that restoring power, sanitation, and other emergency services and cleaning and repairing certain ministry buildings were the highest priorities. This provided the framework for shaping the mission and organizing the Kuwait Emergency Recovery Office.

After determining the areas to be addressed, the planners defined the skills that would be needed and began recruiting personnel—primarily those with previous disaster experience. Planners took into consideration the type of organization they could support logistically in Kuwait. Fuller emphasized the need for a flexible organization, one that could expand as needed and shift from emergency response to restoration. Locurcio, too, wanted a flexible organization with an emergency man-

agement office that could later convert into a resident engineer or area office to manage construction.⁴⁶

Determining the proper size of the organization was difficult because planners were unsure of what they would be facing in Kuwait. They initially planned to have 275 Corps members, but the decision to integrate Kuwaiti nationals let Locurcio reduce this number. Later, as planners received reports that the damage was less than anticipated, they reduced the number still further. All Corps members who deployed to Kuwait would be processed through the Middle East/Africa Projects Office in Winchester. This office had successfully deployed hundreds of Corps members to Saudi Arabia in support of Operations DESERT SHIELD and DESERT STORM.⁴⁷

While Locurcio crafted his organization, Corps leaders struggled to sort out thorny command and control issues. They did not know at the time what kind of command structure U.S. military leaders would establish for the post-liberation period. For the present, Hatch directed the Kuwait Emergency Recovery Office to work for the U.S. Ambassador through the 352d Civil Affairs Command. He also directed Locurcio to coordinate with the 352d and the Ambassador to ensure that the Corps could accept taskings directly from Kuwaiti ministries as long as it kept the 352d and the Ambassador informed.

Initially, Locurcio and his staff were not to enter Kuwait until the Ambassador had established himself, and they would work under the Ambassador in support of the Kuwaiti government. Gnehm did not want to be left without a work force or the resources to respond to the Kuwaitis. He wanted the Corps' office to interact directly with Kuwaiti ministers, and he wanted direct access to that office without going through the civil affairs command.⁴⁸

In addition to addressing command and control issues, Corps planners also had to provide for critical logistics support. They recognized that engineers could not perform their mission if they did not eat and sleep properly and have the necessary materials and supplies. "In short," Locurcio aptly observed, "the success of an operation of this magnitude and duration revolves around the efficiency and effectiveness of its logistics operation."⁴⁹

In mid-January, planners in Winchester spent three days compiling a list of all the items that Corps personnel might need in Kuwait: from food, water, and vehicles to rubber bands, file folders, paper, pencils, cameras, toothpaste, detergent, sunscreen, and shampoo. Much to their credit, they anticipated everything Corps members would need—except, as they later discovered, saline solution for contact lens wearers.

Corps planners had to assume that absolutely no resources would be available in Kuwait, except perhaps a structure for shelter. Since the

Kuwait Emergency Recovery Office was a newly formed ad hoc organization, it had no organic equipment and no property book. Also, since the Kuwaiti government had agreed to cover the costs, new equipment would have to be purchased on short notice with Kuwaiti funds and turned over to the Kuwaitis at the end of the operation.

Corps personnel in Saudi Arabia had just 10 days to purchase everything they needed to sustain operations for 30 days—food, water, vehicles, copiers, and other items—and load those supplies on semitrailers for the journey to Kuwait. Locurcio later recalled the startled expression on a local automobile dealer's face when a Corps representative strolled into his showroom and purchased 62 four-wheel-drive vehicles for immediate delivery.

Planners tried to buy as many items as they could in the Middle East because transporting goods from the States on military flights could take three to four weeks. Transporting soldiers and supplies in support of Operations DESERT SHIELD and DESERT STORM took priority. What the Corps could not buy locally, it shipped into Saudi Arabia, often as carry-on baggage. Each Corps member who deployed carried as many as 20 bags.⁵⁰

The Kuwait Emergency Recovery Office had difficulty procuring equipment. After the money provided in the foreign military sales agreement came to the U.S. government, it became subject to federal procurement regulations. The regulations provided no exemptions for emergency situations, which resulted in frustrating delays. For example, the Kuwaiti government asked the Corps to purchase computers, but federal regulations required General Services Administration approval. A General Services Administration official challenged the request, delaying the purchase for several days. Locurcio later insisted that when the Corps responds to a disaster, it should not be encumbered by the regulations of the General Services Administration and other federal agencies. He recommended that the acquisition process be streamlined.⁵¹

The Push Into Kuwait

The coalition forces launched their ground campaign against the Iraqis on 24 February 1991. According to General Schwarzkopf, in his book *It Doesn't Take a Hero*, the reports arriving late morning on 24 February of the Iraqis blowing up the Kuwaiti desalinization plant convinced him that the Iraqis were leaving Kuwait. In consultation with Saudi Lt. Gen. Khalid bin Sultan, commander of the multinational Joint Forces Command, he decided to accelerate the timetable to 24 February for the Arab forces to begin their assault.

The XVIII Airborne Corps quickly sealed the western flank of the theater of operations while the VII Corps surrounded and began its assault on the Republican Guard. Joint Forces Command–North, with its Egyptian corps, composite Saudi–Kuwaiti division, and Syrian division, attacked through the obstacle belt and moved east to liberate Kuwait City. The 1st Marine Expeditionary Force moved north toward Kuwait City, and Joint Forces Command–East attacked along the coastal plain and also moved toward the city. As CENTCOM had planned, Arab forces, not American, liberated Kuwait City.⁵²

On 28 February, just two hours after the coalition forces suspended offensive operations, a Black Hawk helicopter carrying the advance command and control element of Task Force Freedom landed at Kuwait International Airport. Frix described the dramatic scene they encountered: “Even though it was early afternoon, it was so dark because of billowing smoke from burning oil wells ... we had to use flashlights to read the maps and journals we were keeping. The atmosphere that we went in was dramatic, like Dante’s *Inferno*, the dark billowing smoke, there was still a rattle of gunfire, towering flames from oil fields, damage at the airport.”⁵³

The soldiers quickly set up operations in one of the damaged support buildings under the tower of the airport. They later discovered Iraqi soldiers hiding in the tower and underneath the bunkers surrounding the airfield. This first group established communications with ARCENT headquarters using an Emerson Marconi satellite telephone. The satellite telephone also let them talk directly to CENTCOM headquarters and to General Mallory back in the Army Operations Center in the Pentagon.

General Frix searched for a suitable location for his headquarters. The extensive damage at the airport prompted him to move the forward command post to the Subhan Industrial Complex, a large warehouse compound used by the Ministry of Education to store books and supplies. The heavy equipment needed to support the task force began moving in. Hours after offensive operations were suspended, the Kuwait Task Force’s forward command post and “LUCKY TAC” were fully operational at the Subhan complex—now designated Camp Freedom. The rest of Task Force Freedom arrived over the next two days.⁵⁴

When the ground war began, the Combined Civil Affairs Task Force had been alerted to go into Kuwait City as soon as the city was reasonably secure. At midnight on 27 February, General Frix directed General Mooney to have the entire task force at the Kuwaiti airport within 24 hours. A convoy with the 431st and 432d Civil Affairs companies and the main body of the 352d left Camp #1 at 2:30 P.M. on 28 February. Seven members of the Kuwait Task Force who worked in the critical areas of food, water, medical supplies, transportation, telecommunications, sanita-



A destroyed Iraqi tank sits in the Al-Magwa oil field; below, a typical bunker constructed by Iraqi soldiers throughout the city, particularly on highway overpasses, to impede coalition forces.



tion, and power joined the convoy. The convoy included 76 flatbed trucks loaded with emergency food, water, and medical supplies that the Kuwait Task Force had helped the Kuwaiti government purchase.⁵⁵

As the convoy crawled northward toward Kuwait, troops encountered a “black fog” of smoke from the oil fires so dense that drivers had to use their headlights in the middle of the afternoon. The soldiers soon found their faces and clothing coated with a dark, oily film. Driving up the coastal road, the soldiers witnessed firsthand the chilling destruction of the ground war. As they passed through the town of Khafji, despite the smoke-darkened sky, they saw signs of the recent battle—the shattered windows and bullet-riddled buildings.

Inside Kuwait, the convoy passed the small bunkers that Iraqis had erected to guard the roads and bridges. Wrecked vehicles littered the highway. Oil fires glowed in the distance. Soldiers later reported that the fires reminded them of Dante’s description of the journey into the “ninth circle of hell.” Around 2:00 A.M. on 1 March, after an arduous 12-hour journey, the convoy entered the suburbs of Kuwait City and pulled into the Subhan complex. After a few hours of sleep, the ordnance experts examined the building for booby traps. The soldiers would eventually carve one of the warehouses into small cubicles that served as their living space.⁵⁶

Representatives of other agencies and organizations also arrived that first night—to include an ARCENT telecommunications team and a Navy preventative medicine team. The first damage assessment survey team left the Subhan complex at 10:30 A.M. on 1 March, only eight hours after the 352d arrived. By that afternoon, British medical, ordnance, and engineering teams had arrived, as well as U.S. soldiers from the medical command and the engineer command. Distribution of food, water, and medical supplies began the next day.⁵⁷

Meanwhile, Colonel Locurcio sent four search parties into Kuwait to locate the key power plants and determine their status. He also sent Maj. James Brooks, a self-reliant Army engineer, to Kuwait to locate the Army engineers, serve as a liaison with Task Force Freedom, and oversee damage assessments by the 416th Engineer Command. Brooks left Dhahran on 27 February with elements of the 416th Engineer Command and met up with elements of the 352d Civil Affairs Command, some British engineers, and an Air Force engineer at Jubail. The next morning, he moved forward in the darkness, through Khafji and into Kuwait where he joined elements of Task Force Freedom at the Subhan complex.

Brooks joined two Corps civilians, Ken Grey and Jim Cobb, whom Locurcio had sent ahead to find a place where his staff could set up operations. Brooks drove through the city to survey the damage. Then, using a tactical telephone at Task Force Freedom, he reported back to the

Corps staff in Dhahran that although vandalism and fire damage was extensive, the structural damage was less than anticipated.⁵⁸

At 10:30 A.M. on Monday, 4 March, just three days after the cease-fire, 37 members of the Kuwait Emergency Recovery Office, mostly civilians, left for Kuwait City with 66 Kuwaiti volunteers. No one at ARCENT had been able or willing to provide Locurcio's staff with the necessary identification cards and convoy clearances, so they designed their own using the Kuwait Emergency Recovery Office symbol and Arabic writing, and fabricated them using Harvard Graphics, a laminating machine, and a camera. The convoy changed up to the last minute as elements were added and subtracted. It included approximately 60 newly purchased four-wheel-drive vehicles, several late model sedans, two tour buses, and seven flatbed trucks. The convoy was an unusual mix of American soldiers and civilians, Kuwaitis, and Syrian truck drivers. It included Kuwaiti ministry representatives and an advance electrical power team from Blount International.

Many of the Kuwaitis had never seen a convoy before and were unfamiliar with the concept. It took Locurcio's logistics officer, Maj. Larry Jenkins, nearly an hour to get everyone out of the hotel and into their vehicles. Finally, the vehicles were lined up and began to pull out.

Although Corps officials tried to have a professional, well-organized convoy, it became what Locurcio described as "a 115-vehicle circus parade full of buses, trucks, and civilian vehicles." The trucks, which moved very slowly, soon fell behind. The odd-looking convoy crawled through Khafji and on toward the Kuwaiti border. Shortly before reaching the border, a Kuwaiti contingent left the convoy abruptly and pulled into a gas station for prayer call and last-minute shopping. Locurcio stopped the entire convoy and regrouped.

At the border, the convoy encountered a long line of vehicles waiting to pass through the Saudi and Kuwaiti checkpoints. The convoy vehicles had clearance numbers posted and passed through without difficulty. Jenkins waited at the border crossing for the seven rather rough-looking Syrian truck drivers to make sure that the Saudi guards let them through.

Once inside Kuwait, all traffic had to use the southbound lane of the highway for the first 15 to 20 kilometers because the Iraqis had ripped up the northbound lane. The convoy, now stretching out over 24 kilometers, crept past the charred hulks of military and civilian vehicles and other military equipment. The convoy stopped at a rest area about 10 kilometers from the city. The Kuwaiti volunteers could no longer contain their excitement about returning home and reuniting with their families and friends. Recognizing this, Locurcio released them from the convoy to locate their loved ones and directed them to rejoin the group early the next morning. The Kuwaitis sped off into the night.

While at the rest area, Locurcio established radio contact with his advance party. Cobb and Grey informed him that the Kuwait Plaza Hotel had the best facilities in the city and the only elevators that worked and provided directions through the city to a designated parking lot. Locurcio reorganized the convoy with the remaining vehicles.

As the convoy neared Kuwait City, one of the trucks hit a bomb crater so the trucks fell further behind. A small team from the convoy waited for Jenkins and the trucks at an intersection in Kuwait City to warn them about the various checkpoints that were manned by nervous Kuwaiti resistance fighters. Jenkins and others decided to have all the vehicles turn on their flashing lights. Nearly 60 vehicles, driving bumper to bumper with blinkers flashing, moved through the checkpoints.

As the weary Corps members entered Kuwait City after their strenuous 10-hour journey, they discovered the remnants of a living nightmare. Thousands of burnt-out Iraqi tanks and abandoned vehicles littered the streets. Everywhere were the physical reminders of the Iraqi occupation. The city was totally dark except for the glow from the oil fires in the distance. The streets were deserted. The Corps civilians easily traveled the final distance into the business district, despite the darkness. They pulled into the parking lot and walked two blocks to the hotel.

The Corps members discovered that some of the Kuwaitis had headed directly to the hotel after leaving the convoy and checked in. The lower floors were uninhabitable and many of the remaining rooms were already taken, so the Corps members had to double up. They also found that the elevators were not operating after all. They had to climb 18 flights of stairs to their rooms.

The Kuwait Emergency Recovery Office established its base of operations on the 16th floor. Dr. Shaheen and his Kuwait Emergency Recovery Program later set up operations directly above them. Locurcio's staff was cramped for space but, after they connected one of the generators they had brought, they had electricity. They initially had no running water and relied on bottled water for drinking and bathing. Locurcio's staff also augmented the hotel's food supply and repaired its air conditioning system. A second group of Corps members arrived on 12 March, bringing the total in Kuwait to 86.⁵⁹ These first Corps members were apparently unfazed by the physical hazards and discomforts. They arrived with a spirit of adventure and a deep commitment to the mission, jokingly dubbing themselves "KERO heroes."

ARCENT and CENTCOM officials in the theater had begun planning relatively late for the immediate post-liberation period. Army leaders created the Combined Civil Affairs Task Force and Task Force Freedom on



Iraqi soldiers placed artillery throughout the downtown area; below, before fleeing, Iraqi soldiers turned their tank guns on the major hotels in downtown Kuwait City.



short notice in response to immediate requirements. Neither ARCENT nor CENTCOM had envisioned playing a significant role in the recovery effort, and they had not effectively coordinated with the civil affairs reservists who were developing plans back in the States. Yet, through the determined efforts of civil affairs planners and operators, Army Corps of Engineers soldiers and civilians, and others, the United States and its partners had hundreds of troops and dozens of truckloads of supplies on site ready to provide emergency assistance to Kuwait's residents within 48 hours of the end of the ground war. The abrupt end to the 100-hour ground war meant that the Iraqis did not have time to carry out all the destruction they had planned. Thus, Task Force Freedom's mission to provide emergency services would not be as great as anticipated.